

## Message Text

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44

ACTION EB-07

INFO OCT-01 EUR-12 ISO-00 CAB-02 CIAE-00 COME-00 DODE-00

DOT-00 INR-07 NSAE-00 FAA-00 PM-04 H-02 L-03 NSC-05

PA-01 PRS-01 SP-02 SS-15 USIA-06 /068 W

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P 081253Z OCT 75

FM AMEMBASSY MOSCOW

TO SECSTATE WASHDC PRIORITY 5285

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E.O. 11652: N/A

TAGS: EAIR, US, UR

SUBJECT: CIVAIR: WORLD AIRWAYS CHARTER FLIGHT PROGRAM

REF: (A) STATE 239146; (B) MOSCOW 14306; (C) STATE 236855;

(D) STATE 226192

1. IN LIGHT OF POSSIBILITY DEVELOPMENT OF WORLD AIRWAYS  
ISSUE INTO BROADER CONFRONTATION, DEPARTMENT MAY WISH DISCUSS  
WITH CAB FOLLOWING POINTS BEFORE ANY ACTION INDICATED  
REFTEL A, IS TAKEN BY CAB STAFF.

2. EMBASSY BELIEVES THAT CAB CANCELLATION OF 7 AEROFLOT  
OFF-ROUTE CHARTERS HAS ALREADY DRIVEN HOME US POSITION.  
CONTEMPLATED CAB ACTION COULD LEAD TO SOVIET RETALIATION  
AGAINST PAN AM CHARTERS AND EVEN POSSIBLY FLIGHTS BY  
PRIVATE US BUSINESSMEN. ACTION-REACTION CYCLE WOULD ONLY  
OBSCURE MORE FUNDAMENTAL BILATERAL ISSUES AT NOVEMBER TALKS  
SUCH AS FREQUENCIES AND AEROFLOT-PAN AM AGREEMENT.

3. EMBASSY NOTES THAT CAB HAS NOT DIRECTLY  
ANSWERED MAIN SOVIET OBJECTION TO WORLD AIRWAYS PRO-  
POSALS, NAMELY THAT US-USSR CHARTER AGREEMENT LAPSES  
PRIOR TO ONSET OF WORLD PROGRAM NEXT SUMMER AND THERE-  
FORE NO LEGAL BASIS EXISTS ON WHICH TO APPROVE CHARTERS.

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CLEARLY DATA ON CHARTERS PROVIDED BY CAB INDICATE

SOVIETS COULD HAVE ACCOMMODATED WORLD PROGRAM AND THAT SPIRIT OF EXISTING CHARTER ARRANGEMENT MIGHT HAVE PROMPTED SOVIET APPROVAL. SPECIPUS OR NOT, SOVIET LEGAL PROBLEM, HOWEVER, REMAINS UNANSWERED.

4. WE ARE CONCERNED ABOUT MANNER IN WHICH WORLD PROPOSAL HAS BECOME INTERWOVEN WITH STATUS US-USSR CIVIL AIR NEGOTIATIONS. SOVIET OFFICIALS, BOTH HERE AND IN WASHINGTON, REFTEL D, HAVE INDICATED WORLD PROPOSAL WOULD HAVE BEEN ACCEPTED HAD BILATERAL TALKS BEEN SUCCESSFULLY RESOLVED. DELAY IN US AGREEMENT TO TALKS HAS GIVEN SOVIETS CONVENIENT GROUND TO ARGUE THAT NO LEGAL BASIS EXISTED FOR APPROVAL WORLD PROGRAM AND THAT THEY WERE DENIED OPPORTUNITY EVEN TO NEGOTIATE BASIS ON WHICH TO APPROVE PROGRAM. IT IS THIS DELAY WHICH HAS PREVENTED US FROM TESTING SOVIET POSITION.

5. LOCAL PAN AM REPS ARE CONCERNED ABOUT POSSIBILITY CONFRONTATION FROM WHICH PAN AM COULD SUFFER. WHILE NOT WELCOMING PROSPECT OF ADDITIONAL COMPETITION REPRESENTED BY WORLD PROGRAM, THEIR MAIN CONCERN IS THAT BILATERAL NEGOTIATIONS PROCEED SMOOTHLY AND IN A WAY WHICH SOLIDIFIES PAA POSITION AND EVEN OPENS WAY FOR WORLD-TYPE PROGRAMS.

6. S. PAVLOV, USSR DEPUTY MINISTER OF CIVIL AVIATION HAS REQUESTED ECON/COMMCOUNSELOR AND LOCAL PAN AM REP DRAHORAD TO MEET WITH HIM AT 3 P.M. OCTOBER 9. EMBASSY WILL REPORT ON RESULTS OF MEETING.  
STOESSEL

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## Message Attributes

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**Capture Date:** 01 JAN 1994  
**Channel Indicators:** n/a  
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